# MEMO

DATE:

April 15, 2005

TO:

**Energy and Environment Committee** 

FROM:

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**SUBJECT:** 

Regional Comprehensive Plan, Solid Waste Chapter Action Plan

### **SUMMARY:**

Mr. Alan Thompson, SCAG staff will brief the committee on the Solid Waste Chapter of the Regional Comprehensive Plan (RCP), focusing on the action plan. The Solid Waste Action Plan identifies potential actions for various government agencies to assist in implementation of SCAG policies.

The Solid Waste Task Force is scheduled to meet April 28<sup>th</sup> in order to develop recommendations. The results of that meeting will also be presented to the committee.

The action plan is a component of the RCP solid waste chapter, which is still in development. A complete draft of the solid waste chapter will be presented to the committee at a later date.

#### **BACKGROUND:**

The Regional Comprehensive Plan (RCP) is intended to serve as a useful tool for outside entities in implementing policies of the Regional Council.

As the designated Regional Transportation Planning Agency (RTPA) for the region, it is imperative for SCAG to pursue implementation of the measures included in its major planning documents. For the first time, the 2004 RTP identified various measures intended to improve the efficient operation of the region's transportation system. Simply put, the region must then pursue the types of development identified in the plan in order to ensure transportation performance. In that sense, the region must also make progress on implementation in order to continue to demonstrate conformity with air quality requirements. Finally, the RTP Program Environmental Impact Report (PEIR) identified future implementation actions by SCAG, and by local jurisdictions, as mitigation for adverse impacts.

The RCP will facilitate implementation by reviewing and compiling the region's various policies and by presenting recommended actions and menus of options for external parties, focusing on local governments.

The Solid Waste Chapter provides a framework for governments to develop policies and practices consistent with regional solid waste policies, and also for solid waste policies to be consistent with other regional policies.



# SCAG POLICIES REGARDING SOLID WASTE, INCLUDING HAZARDOUS WASTE

SCAG has established policies regarding solid waste, including hazardous waste. These policies can be used as a guide for jurisdictions when establishing their own waste management policies.

The overarching policy for solid waste is sustainability. The Regional Council, through its 2004 Growth Vision, recognizes that management of solid waste and hazardous waste must be sustainable in order to manage efficiently natural resources and in order to protect the environment today and in the future. The overarching solid waste policy is to:

• Develop strategies to accommodate growth that use resources efficiently, eliminate pollution, and significantly reduce waste.

# Recycling and Waste Reduction Policies

SCAG has adopted recycling and waste reduction policies to meet the overarching solid waste policy. These policies include:

- Encourage international, federal, state, and local procurement policies that favor recycled products.
- Eliminate unnecessary duplication and/or restrictive regulations that hinder recycling, reuse, and composting of solid waste.
- Promote source reduction technologies that provide more efficient product packaging.
- Waste reduction goals and programs should be included in each of the county plans.

### Public Awareness Policies

SCAG recognizes the need for a coordinated effort to educate the public on waste prevention and recycling. One policy toward this effort is:

• Encourage the continued development of a statewide waste prevention public awareness campaign that reduces unnecessary overlap and expenditures at the local level.

#### Hazardous Waste Policies

SCAG has adopted a resolution and several policies on hazardous waste. The Regional Council's desire in developing these policies is that hazardous waste is minimized and that jurisdictions accommodate the hazardous waste that is produced within them.

• Support only the use of the best available technology including monitoring, air, and water impacts for locating any nuclear waste facility.

- Every county should accept responsibility for the management of hazardous wastes in the region in an amount proportional to the hazardous wastes generated within the county.
- Governmental cooperation is needed when siting new hazardous waste facilities.
- Facilitate hazardous waste reduction by:
  - Supporting strategies that give priority to waste reduction;
  - Assisting in information sharing, intergovernmental coordination, and public advocacy;
  - Developing a standard definition and reporting format for waste reduction in the region;
  - Monitoring county waste reduction efforts; and
  - Facilitating intergovernmental cooperation in waste reduction among local government, the California Department of Toxic Substances Control, special purpose agencies, and military institutions.
- Regional cooperation can help ensure that counties coordinate their approaches
  to hazardous waste management facility siting criteria to avoid one county's
  policies being significantly more restrictive than another county's, thereby
  leading to inequitable facility siting decisions. Through regional cooperation,
  general areas for hazardous waste management facility development that meet
  regional needs can be identified.

## Action Plan

In order to make these policies useful, there needs to be an action plan that will allow jurisdictions to implement the policies. Through the Regional Comprehensive Plan Task Force and SCAG policy committees, the Regional Council has devised an action plan that presents a menu of options for jurisdictions regarding solid waste, including hazardous waste. All of these items in the action plan relate to one or more of the solid waste policies.

SCAG is required to implement the mitigation measures listed in its Mitigation, Monitoring, and Reporting Program of the 2004 Regional Transportation Plan (RTP) Program Environmental Impact Report (PEIR). The mitigation measures are part of the Action Plan. Mitigation measures addressing solid waste and hazardous waste are:

- Minimize future impacts related to management of solid waste through cooperation, information sharing, and program development during the update of the Integrated Solid Waste Management chapter of SCAG's Regional Comprehensive Plan and Guide and through SCAG's Energy and Environment Committee. SCAG shall consult with the California Integrated Waste Management Board during this process.
- Encourage local jurisdictions to continue to adopt programs to comply with state solid waste diversion rate mandates and, where possible, encourage further recycling to exceed these rates.
- Encourage the California Integrated Waste Management Board to continue to enforce solid waste diversion mandates that are enacted by the Legislature.
- Encourage federal, state, and local efforts to educate businesses on the use of less dangerous alternatives to hazardous materials.

- Encourage the U.S. Department of Transportation and the California Highway Patrol to continue to enforce speed limits and existing regulations governing goods movement and hazardous materials transportation.
- Encourage the U.S. Department of Transportation, the Office of Emergency Services, and the California Department of Transportation to continue to conduct driver safety training programs and encourage the private sector to continue conducting driver safety training.

The Regional Council has empowered subcommittees and task forces to develop policy documents that address specific regional issues. The Solid Waste Task Force Report, published in April 1997, and the Southern California Hazardous Waste Management Plan, published in July 1989, are two reports that specifically present the Regional Council's views on solid waste and hazardous waste. Actions from these documents are presented in this chapter in order to integrate these reports into the Regional Comprehensive Plan.

#### Source Reduction or Waste Prevention

Source reduction or waste prevention includes actions to reduce waste before the waste is generated. Products with less packaging, eliminating unwanted mail before it is sent, and reusing or recycling items instead of disposing of them are all ways to prevent waste. Actions related to source reduction or waste prevention include:

- Continue to advocate voluntary efforts at the local, state, and national levels to:
  - Reduce material used in packaging products;
  - Increase the useful life of products through durability and reparability;
  - Decrease the toxicity of products;
  - Facilitate material or product reuse;
  - Stimulate reduced or more efficient consumer use of materials; and
  - Increase production efficiency resulting in less production waste.
- Continue to institute governmental source reduction programs such as:
  - Municipal audits of the amount of waste being generated by different governmental functions; and
  - Government procurement policies that specify product characteristics, which encourage or facilitate waste reduction and the recycled markets.
- Continue to advocate consumer-based "recycling" or "eco-shopping" by strategies such as:
  - Encouraging the use of reusable shopping bags;
  - Buying concentrates;
  - Buying in bulk;
  - Purchasing reusable products;
  - Purchasing durable and repairable products;
  - Buying secondhand items;
  - Borrowing or renting items when possible;
  - Avoiding over packaged items; and
  - Being aware of products containing hazardous ingredients.
- Support state programs that offer incentives to those who use recycled materials; thus encouraging growth in the recycled goods market.

- Continue to support efforts at all levels to stimulate the growth of recycling markets that controls the state mandates and/or demands percentage recycling.
- Continue to advocate and support efforts at all levels to educate the elected officials and the public on the benefits of source reduction and specific actions that business, industry, and the consumer can take to reduce the volume of waste that is generated.
- Continue to advocate the development of incentives to increase the use of recycled materials, thus increasing the demand for recycled products, rather than legislate forced recycling, creating unmarketable products.
- Encourage the institution of pricing mechanisms that encourage all sectors to produce less waste.
- Advocate and support the education of businesses and industries for quantifiable source reduction efforts.
- Continue to advocate and support efforts at all levels to educate the elected officials and the public on the benefits of source reduction and specific actions that business, industry, and the consumer can take to reduce the volume of waste that is generated.

# Waste Diversion and Recycling

Diverting waste from landfills through conversion technologies and recycling will reduce a region's reliance on landfills and will preserve the environment. Actions related to waste diversion and recycling include:

- Continue to support the ongoing statewide effort to quantify the "cradle to grave" full life costs of local government waste diversion programs.
- Advocate and support the formation of regional (city/county) waste management programs to further waste diversion efforts and provide an opportunity for a more consolidated approach for meeting state waste diversion targets.
- Advocate the development of subregional or multi-jurisdictional efforts to address solid waste processing, marketing, and disposal issues.
- Continue to advocate CIWMB's taking a realistic look at market potential for recycled materials and their providing recycling market development assistance to local governments and the private sector.
- Advocate and support CIWMB's continuing efforts to develop and stimulate local, national, and international markets for recycled commodities and other programs to encourage the use of recycled products. These efforts should be closely coordinated with SCAG's work on the development of recycling-based industries as part of the broader effort to develop regional environmental business.
- Advocate CIWMB providing a greater role to major recycling market industry groups (paper, plastics, metals, etc.) in the drafting of marketing development policy.
- Support the implementation of the CIWMB Material Recovery Facilities development plan providing a greater role to major recycling market industry groups (paper, plastics, metals, etc.) in the drafting of marketing development policy.

- Continue to advocate and support efforts at all levels to educate the elected officials and the public on the benefits of waste diversion and recycling and specific actions that business, industry, and the consumer can take in that regard.
- Encourage consideration of rail accessibility to solid waste facilities and markets.
- Reduction requirements should be based only on the amount of residual solid waste ultimately disposed in landfills.
- Advocate and support state and local efforts to explore opportunities for voluntary actions to exceed the 50 percent waste diversion target.
- Continue to study whether legislative approaches to help market recyclables through financial support (loans, grants, tax incentives) are cost-effective.
- Support and encourage the development of subregional or countrywide processing facilities for solid waste.

# Transformation Facilities (Alternatives to Landfills)

Conversion technologies such as distillation, gasification, hydrolysis, and pyrolysis convert unwanted yard trimmings, wood that cannot be composted, and low-value paper residuals from material recovery facilities for which there is no recycling market demand into high-value products such as energy, alternative fuels, and other industrial products. These processes divert wastes from landfills and produce energy and other products that can be used in place of consuming additional natural resources. Actions related to transformation facilities such as conversion technologies include:

- Advocate changes in state law, which provide financial support and/or fax incentives for the development of pilot or demonstration solid waste transformation technologies.
- Support federal and state incentives for research and demonstration projects for solid waste transformation technologies.
- Support the siting of pilot and demonstration solid waste transformation technologies, individually or in conjunction with other technologies, giving equal consideration to environmental, public opinion, and cost factors.
- Support state legislative and CIWMB administrative actions to streamline the permitting process for solid waste transformation technologies.
- Advocate that CIWMB actively promote solid waste transformation technologies, and provides information concerning the costs and benefits of these technologies to local governments.
- Advocate county and local programs to educate the public on the costs and benefits of solid waste transformation technologies.
- State law should be revised to separate and remove "incineration" from the definition of "transformation," and provide the diversion credit to non-burn transformation technologies.
- Consider siting solid waste transformation technologies, individually or in conjunction with other technologies, giving consideration to environmental, public opinion, and cost factors.

# Composting (Alternatives to Landfills)

Composting is the bacterial decomposition of organic materials. Composting can reduce the volume of organic materials that would otherwise be sent to landfills by about 50%. Actions related to composting include:

- Advocate changes in state law, which provide financial support and/or tax incentives for the development of pilot or demonstration solid waste composting technologies.
- Support federal and state incentives for research and demonstration projects for solid waste composting technologies.
- Support the siting of pilot and demonstration solid waste composting technologies, individually or in conjunction with other technologies, giving equal consideration to environmental, public opinion, and cost factors.
- Support state legislative and CIWMB administrative actions to streamline the permitting process for solid waste composting technologies.
- Advocate CIWMB to actively promote solid waste composting technologies and provide information concerning the costs and benefits of these technologies to local governments.
- Advocate county and local programs to educate the public on the costs and benefits of solid waste composting technologies.
- Consider siting solid waste composting technologies, individually or in conjunction with other technologies, giving consideration to environmental, public opinion, and cost factors.

#### Landfills

Landfills have been the major component in the solid waste management system for some time. More and more often, today, however, landfills are reaching their capacity. Public and private operators of landfills are finding it difficult to site new landfills or expand existing ones because of public opposition. Actions related to landfills include:

- Advocate the continuing review and update of the Siting Elements of Countywide Integrated Waste Management Plans and facilitate the ongoing public dialog on the role and need for landfills.
- Advocate CIWMB's taking a major role in looking at options to continued waste disposal in landfills, including the utilization of alternative strategies to extend the life of existing landfills.
- Support the streamlining of the CEQA process and landfill siting regulations and procedures.
- Encourage and support existing landfills and the siting of new landfills necessary to meet residual disposal needs.
- Evaluate any proposals to transport waste by rail to other states and assess the impact of the actions on the economy of Southern California.

Actions from the Southern California Hazardous Waste Management Plan, July 1989

A key component of hazardous waste management is identifying disposal facilities. The actions put forth in the Southern California Hazardous Waste Management Plan encourage jurisdictions to accommodate the hazardous waste produced within their

jurisdictions and not to place the disposal burden on other jurisdictions. Actions for hazardous waste include:

- Every county and city in the region should accept responsibility for the management of hazardous wastes in an amount proportionate to the hazardous wastes generated in the county and city.
- Each county should meet its obligation in managing hazardous wastes either by siting facilities to treat and dispose of hazardous wastes or by entering into intergovernmental agreements with other counties to site facilities.
- Treatment facilities should be sited in counties where there is a substantial unmet need for the type of treatment that a facility would provide.
- The minimum fair share responsibility for each county should be to share some combination of facilities sited within the county and intergovernmental agreements with other counties which will equal the county's offsite hazardous waste generation.
- The maximum fair share responsibility for each county should be to have facilities sited within the county that equal the offsite waste generation of the county.

# Solid Waste Policies

SourceDocument	id	Policy	Туре
1996 RCPG			
1000 1101 01	135	Waste reduction goals and programs should be included in each of the county plans.	Policy
	Transportation	on Energy	
	Land Use	☐ Water	
	Housing	Habitat and Open Space	
	Air Quality	✓ Solid Waste	
	Economy	Other	
	134	Regional cooperation can help ensure that counties coordinate their approaches to hazardous waste management facility siting criteria to avoid one county's policies being significantly more restrictive than another county's, thereby leading to inequitable facility siting decisions. Through regional cooperation, general areas for hazanrdous waste management facility development that meet regional needs can be identified.	Policy
	Transportati	on Energy	
	Land Use	Water	
	Housing	Habitat and Open Space	
	Air Quality	✓ Solid Waste	
	Economy	Other	
	133	Every county in the region should accept responsibility for the management of hazardous wastes in the region in an amount proportional to the hazardous wastes generated within the county.	Policy
	Transportati	on Energy	
	Land Use	Water	
	Housing	Habitat and Open Space	
	Air Quality	✓ Solid Waste	
	Economy	<b>O</b> ther	

SourceDocument	id	Policy	Туре
	132	Ensure wastewater treatment agency facility planning and facility development be consistent with population projections contained in the RCPG, while taking into account the need to build wastewater treatment facilities in cost-effective increments of capacity, the need to build well enough in advance to reliably meet unanticipated service and storm water demands, and the need to provide standby capacity for public safety and environmental protection objectives.	Policy
	Transportati		
	Land Use	Water	
	☐ Housing	Habitat and Open Space	
	Air Quality	✓ Solid Waste	
	Economy	<b>✓</b> Other	
	130	Clean up the contamination in the region's major groundwater aquifers since its water supply is critical to the long-term economic and environmental health of the region. The financing of such clean-ups should leverage state and federal resources and minimize significant impacts on the local economy.	Policy
	Transportati	on Energy	
	Land Use	<b>✓</b> Water	
	Housing	☐ Habitat and Open Space	
	Air Quality	Solid Waste	
	<b>✓</b> Economy	<b>✓</b> Other	
	87	Encourage patterns of urban development and land use, which reduce costs on infrastructure construction and make better use of existing facilities.	Policy
	✓ Transportati	ion Energy	
	✓ Land Use	<b>✓</b> Water	
	<b>✓</b> Housing	✓ Habitat and Open Space	
	Air Quality	✓ Solid Waste	
	<b>✓</b> Economy	<b>✓</b> Other	
	85	The timing, financing, and location of public facilities, utility systems, and transportation systems shall be used by SCAG to implement the region's growth policies.	Policy
	<b>✓</b> Transportat	ion 🗹 Energy	
	✓ Land Use	<b>✓</b> Water	
	Housing	Habitat and Open Space	
	Air Quality	✓ Solid Waste	
	Economy	<b>✓</b> Other	

SourceDocument	id	Policy		Type
	84	fluctuations, suc permanent popu appropriate infra	ge seasonal population h as resort areas, forecast lations. However, estructure systems should be igh season population totals.	Policy
	✓ Transportati	on 🗹 En	ergy	
	✓ Land Use	<b>✓</b> Wa	iter	
	<b>✓</b> Housing	□ На	bitat and Open Space	
	Air Quality	✓ Solid Waste		
	<b>Economy</b>	<b>✓</b> Ot	her	
	83	The population, housing, and jobs forecasts, which are adopted by SCAG's Regional Council and that reflect local plans and policies, shall be used by SCAG in all phases of implementation and review.		Policy
	✓ Transportati	on 🗹 En	ergy	
	✓ Land Use	<b>✓</b> Wa	ater	
	<b>✓</b> Housing	<b>✓</b> Ha	bitat and Open Space	
	Air Quality	<b>✓</b> So	lid Waste	
	Economy	<b>✓</b> Ot	her	
EIR	188 Minimize future impacts related to management of solid waste through cooperation, information sharing, and program development during the update of the Integrated Solid Waste Management chapter of SCAG's Regional Comprehensive Plan and Guide and through SCAG's Energy and Environment Committee. SCAG shall consult with the California Integrated Waste Management Board during this process.			Mitigatio
	Transportat	ion Er	nergy	
	Land Use	□ w	ater	
	Housing	Ha	abitat and Open Space	
	Air Quality	<b>✓</b> Sc	olid Waste	
	Economy		ther	
	187	adopt programs waste diversion	al jurisdictions to continue to s to comply with state solid a rate mandates and, where encourage further recycling to ates.	Mitigatio ; ;
	Transportat	ion 🗌 Eı	nergy	
	Land Use	□ w	ater	
	Housing	□ н	abitat and Open Space	
	Air Quality	<b>✓</b> Se	olid Waste	
	Economy	По	ther	

SourceDocument	id	Policy		Туре	
	186 Encourage the California I Management Board to cor solid waste diversion man- enacted by the Legislature		continue to enforce nandates that are	Mitigatio	
	Transportati	on Energy			
	Land Use	Water			
	Housing	Habitat ar	nd Open Space		
	Air Quality	✓ Solid Was	ste		
	Economy	Other			~
	170 Encourage federal, state, and local efforts to educate businesses on the use of less dangerous alternatives to hazardous materials.			Mitigatio	
	Transportati	on Energy			
	Land Use	Water			
	Housing	Habitat a	nd Open Space		
	Air Quality	✓ Solid Wa	ste		
	Economy	Other			
	169 Encourage the U.S. Department of Transportation and the California Highway Patrol to continue to enforce speed limits and existing regulations governing goods movement and hazardous materials transportation.			Mitigatio	
	✓ Transportati	on Energy			
	Land Use Housing				
			nd Open Space		
Air Quality		✓ Solid Wa	ste		
	Economy	Other			
Growth Visi	on				
	72 Develop strategies to accommodate growth that use resources efficiently, eliminate pollution and significantly reduce waste.				
	✓ Transportati	on  Energy			
	✓ Land Use	<b>✓</b> Water			
	Housing	Habitat a	nd Open Space		
	Air Quality	Solid Wa	ste		
	Economy	<b>✓</b> Other			